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MEMORANDUM FOR: Director of Reconnaissance, CIA

SUBJECT: NRO Staff

REFERENCE: Draft on the NRO Staff dated 20 December 1965

1. I have reviewed the reference document and after considerable thought have decided that my comments should be general in nature. My reason for this is that where a specific controversy may exist, it is implicitly an extension of both the basic concept of the staff/line function and the size of the proposed staff. If you accept these conditions, then disagreements are minimal. However, I do not accept either situation.

2. I would like to preface my remarks by expressing some concern that a discussion on the new NRO staff is somewhat premature. I fully recognize that you must start somewhere in implementing the NRO Agreement, however I do not think it should be with the NRO Staff. I suggest that the first order of business should be the defining, rather precisely, of the functions and responsibilities of the Directors of Reconnaissance of the various participating agencies and departments and their respective Program Directors. From this then would come the requirement, in terms of size, and the functions and responsibilities necessary for effective staff support of the D/NRO.

3. It came as somewhat of a surprise to learn that the NRO Staff is both a "staff" and "line" organization. I agree that any commander or director needs a staff organization to keep him advised and carry out normal "staff" functions. However, for this staff to function as part of the line organization is inconsistent with good management practices. It will at the very least establish another level of bureaucracy through which you and the Program Directors must wade before reaching the decision-making level.

4. If it is acceptable that a "staff" cannot function in the line organization then I would point out that the mere size of the proposed

NRO review(s) completed.

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staff is overwhelming and its responsibilities and function are of an equal magnitude. My major concern is that we are continuing to move in the direction of the normal DOD approach to Program Management. If we continue along this line, it is my opinion that the NRO will soon flounder in its paperwork and echelons of bureaucracy, and one of the primary reasons for its existence will be lost in the process. Certainly there must be an NRO Staff, however, in the same instance it should not be the repository for all things. For example, much of what has been outlined as their responsibilities and functions are now and should continue to be within the purview of the participating agencies and departments.

5. On the plus side, I feel that the referenced paper does indicate a serious weakness in the past organizational structure of the NRO; and in doing so, quite properly lays partial cause for this on the lack of CIA participation in the manning of the NRO. In manning a "modest" NRO Staff this Agency certainly has no alternative but to actively participate and would be seriously remiss if it did not do so. This is true if for no other reason than to protect our own vested interest and to share equally in the voice of the NRO. In this context, I would strongly recommend that it be a complete coalition staff and we have representation at the Director or Deputy Director's level, and certainly as Director of Research and Development.

6. In summary, I would caution again that the NRO Staff be a "modest" one and that CIA's participation be in concert with this approach but none the less be a major contributor to its competency.

(Signed) Jack C. Ledford

JACK C. LEDFORD
Brigadier General, USAF
Director of Special Activities

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13 AUG 1965

The Honorable Cyrus R. Vance
Deputy Secretary of Defense
Washington, D. C.

Dear Cy:

I have signed and am returning a proposed NRO agreement which conforms in almost all respects to the draft which you discussed with John Bross on 6 August. I have made some very minor editorial changes in the interest of uniformity. For example, the word "will" is used throughout as a replacement for the word "shall" which appeared in portions of the earlier versions of the document.

The only change of any substance is the proposal to limit the membership of the Executive Committee to the Deputy Secretary of Defense, the Director of Central Intelligence and the Special Assistant to the President for Science and Technology. This seems to fit the national character of this organization and is in agreement with what I believe are your views on its non-alignment to any Agency or Service. Accordingly, I propose the reintroduction of the language of an earlier draft which provides that the Executive Committee is established to "guide and participate in the formulation of the NRP through the DNRO. The DNRO will sit with the Executive Committee but will not be a voting member." If you feel strongly that the DNRO should be an actual member of the Committee, I should be glad to give it further consideration.

The only other change which I should like to propose and have tentatively included in the new agreement is a new sentence

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[REDACTED]

to go at the end of paragraph D.1.d. With the addition of this sentence, the concluding portion of this paragraph would read as follows (new sentence underlined):

The engineering development of all other subsystems, including spacecraft, reentry vehicles, boosters and booster interface subsystems shall in general be assigned to an Air Force component, recognizing, however, that sensors, spacecraft and reentry vehicles are integral components of a system, the development of which must proceed on a fully coordinated basis, with a view to ensuring optimum system development in support of intelligence requirements for overhead reconnaissance. To optimize the primary objective of systems development, design requirement of the sensors will be given priority in their integration within the spacecraft and reentry vehicles.

I believe that specific guidance along these lines will be extremely helpful for the purpose of ensuring smooth working relationships in the development and integration of the over-all payload.

If this agreement meets with your approval, I suggest that we meet at an early date to discuss any questions relating to its implementation.

[REDACTED]

We also should meet promptly to decide on a plan for the orderly administration of the various contracts relating to the new general search system in the light of the recommendations of the Land Panel report.

I firmly believe that this agreement will set the stage for harmonious and effective collaboration for the future in the National Reconnaissance Program. The importance of this program:

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to the national security cannot be exaggerated and you have my assurance that I will take appropriate action to see that all personnel under my control who are concerned with this program in the future will give it their full and unqualified support. I am confident that if a fully cooperative attitude can be developed and maintained on the part of all components and individuals associated with the program, it will have the successes which its importance deserves.

Sincerely,

((signed)) W. F. Raborn

W. F. Raborn
Director

Attachment

JABROSS:ag (11/8/65)

Distribution:

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AGREEMENT FOR REORGANIZATION OF THE NATIONAL RECONNAISSANCE PROGRAM

A. The National Reconnaissance Program

1. The NRP is a single program, national in character, to meet the intelligence needs of the Government under a strong national leadership, for the development, management, control and operation of all projects, both current and long range for the collection of intelligence and of mapping and geodetic information obtained through overflights (excluding peripheral reconnaissance operations). The potentialities of U.S. technology and all operational resources and facilities must be aggressively and imaginatively exploited to develop and operate systems for the collection of intelligence which are fully responsive to the Government's intelligence needs and objectives.
2. The National Reconnaissance Program shall be responsive directly and solely to the intelligence collection requirements and priorities established by the United States Intelligence Board. Targeting requirements and priorities and desired frequency of coverage of both satellite and manned aircraft missions over denied

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areas shall continue to be the responsibility of USIB, subject to the operational approval of the 303 Committee.

B. The Secretary of Defense will:

1. Establish the NRO as a separate agency of the DoD and will have the ultimate responsibility for the management and operation of the NRO and the NRP;

2. Choose a Director of the NRO who will report to him and be responsive to his instructions;

3. Concur in the choice of the Deputy Director of the NRO who will report to the DNRO and be responsive to his instructions;

4. Review and have the final power to approve the NRP budget;

5. Sit with members of the Executive Committee, when necessary, to reach decisions on issues on which committee agreement could not be reached.

C. The Director of Central Intelligence will:

1. Establish the collection priorities and requirements for the targeting of NRP operations and the establishment of their frequency of coverage;

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2. Review the results obtained by the NRP and recommend, if appropriate, steps for improving such results;

3. Sit as a member of the Executive Committee;

4. Review and approve the NRP budget each year;

5. Provide security policy guidance to maintain a uniform system in the whole NRP area.

D. National Reconnaissance Program Executive Committee

1. An NRP Executive Committee, consisting of the Deputy Secretary of Defense, the Director of Central Intelligence, and the Special Assistant to the President for Science and Technology, is hereby established to guide and participate in the formulation of the NRP through the DNRO. (The DNRO will sit with the Executive Committee but will not be a voting member.) If the Executive Committee can not agree on an issue the Secretary of Defense will be requested to sit with the Committee in discussing this issue and will arrive at a decision. The NRP Executive Committee will:

a. Recommend to the Secretary of Defense an appropriate level of effort for the NRP in response to reconnaissance requirements provided by USIB and in the light of technical capabilities and fiscal limitations.

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b. Approve or modify the consolidated National Reconnaissance Program and its budget.

c. Approve the allocation of responsibility and the corresponding funds for research and exploratory development for new systems. Funds shall be adequate to ensure that a vigorous research and exploratory development effort is achieved and maintained by the Department of Defense and CIA to design and construct new sensors to meet intelligence requirements aimed at the acquisition of intelligence data. This effort shall be carried out by both CIA and DoD.

d. Approve the allocation of development responsibilities and the corresponding funds for specific reconnaissance programs with a view to ensuring that the development, testing and production of new systems is accomplished with maximum efficiency by the component of the Government best equipped with facilities, experience and technical competence to undertake the assignment. It will also establish guidelines for collaboration between departments and for mutual support where appropriate. Assignment of responsibility for engineering development of sensor subsystems will be made to either

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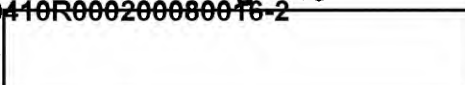
the CIA or DoD components in accordance with the above criteria. The engineering development of all other subsystems, including spacecraft, reentry vehicles, boosters and booster interface subsystems shall in general be assigned to an Air Force component, recognizing, however, that sensors, spacecraft and reentry vehicles are integral components of a system, the development of which must proceed on a fully coordinated basis, with a view to ensuring optimum system development in support of intelligence requirements for overhead reconnaissance. To optimize the primary objective of systems development, design requirement of the sensors will be given priority in their integration within the spacecraft and reentry vehicles.

e. Assign operational responsibility for various types of manned overflight missions to CIA or DoD subject to the concurrence of the 303 Committee.

f. Periodically review the essential features of the major program elements of the NRP.

2. The Executive Committee shall meet on the call of either the Deputy Secretary of Defense or the Director of Central Intelligence. All meetings will be attended by the DNRO and such staff advisors as the Deputy Secretary of Defense or the Director of Central Intelligence

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consider desirable.

E. National Reconnaissance Office

1. To implement the NRP, the Secretary of Defense will establish the NRO as a separate operating agency of the DoD. It shall include the SOC which shall be jointly manned.

2. The Director of the NRO shall be appointed by the Secretary of Defense. The Director NRO will:

a. Subject to direction and control of the Secretary of Defense and the guidance of the Executive Committee as set forth in Section D above, have the responsibility for managing the NRO and executing the NRP.

b. Subject to review by the Executive Committee, and the provisions of Section D above, have authority to initiate, approve, modify, redirect or terminate all research and development programs in the NRP. Ensure, through appropriate recommendations to the Executive Committee for the assignment of research and development responsibilities and the allocation of funds, that the full potentialities of agencies of the Government concerned with reconnaissance are realized for the invention,

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improvement and development of reconnaissance systems to meet USIB requirements.

c. Have authority to require that he be kept fully and completely informed by all Agencies and Departments of the Government of all programs and activities undertaken as part of the NRP.

d. Maintain and provide to the members of the Executive Committee records of the status of all projects, programs and activities of the NRP in the research, development, production and/or operational phases.

e. Prepare a comprehensive budget for all aspects of the National Reconnaissance Program.

f. Establish a fiscal control and accounting procedure to ensure that all funds expended in support of the National Reconnaissance Program are fully accounted for and appropriately utilized by the agencies concerned. In particular, the budget shall show separately those funds to be applied to research and exploratory design development, systems development, procurement, and operational activities. Funds expended or obligated

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under the authority of the Director of Central Intelligence under Public Law 110 shall be administered and accounted for by CIA and will be reported to DNRO in accordance with agreed upon procedures.

g. Sit with the USIB for the matters affecting the NRP.

3. The Deputy Director NRO shall be appointed by the DCI with the concurrence of the Deputy Secretary of Defense and shall serve full time in a line position directly under the Director NRO. The Deputy Director shall act for and exercise the powers of the Director, NRO during his absence or disability.

4. The NRO shall be jointly staffed in such a fashion as to reflect the best talent appropriately available from the CIA, the three military departments and other Government agencies. The NRO staff will report to the DNRO and DDNRO and will maintain no allegiance to the originating agency or Department.

F. Initial Allocation of Program Responsibilities

1. Responsibility for existing programs of the NRP shall be allocated as indicated in Annex A attached hereto.

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((signed), W. F. Raborn

Deputy Secretary of Defense

Director of Central Intelligence

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ANNEX A.

The following assignments for the development of new optical sensor subsystems are made to take full advantage of technical capability and experience of the agencies involved.

1. The CIA will develop the improvements in the CORONA general search optical sensor subsystems.

2. Following the selection of a concept, and a contractor, for full-scale development, in the area of advanced general search, the CIA will develop the optical sensor subsystem for that system.

The Director, NRO will, in managing the corresponding over-all systems developments, ensure that:

1. The management of and contracting for the sensors is arranged so that the design and engineering capabilities in the various contractors are most efficiently utilized.

2. The sensor packages and other subsystems are integrated in an over-all system engineering design for each system, with DNRO having responsibility for systems integration of each over-all system.

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